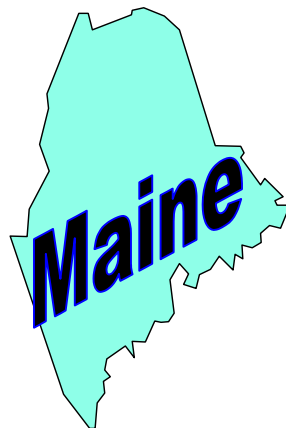


Division of Juvenile Services

Report for 2001-2002



Maine Department of Corrections

Acknowledgments

Under the direction of Associate Commissioner Bartlett H. Stoodley, the Division of Juvenile Services has traveled a long way towards the goal set by Governor Angus S. King – to be the best juvenile justice system in the Country. This report attempts to summarize many of these activities and provide a glimpse of what lies in the future. I would like to thank several people who assisted me in putting this report together. Travis Bickford, our summer intern, created many of the tables and graphs to display the data about juveniles in Maine. Mark Boger, Deb Rafnell, and Pierrette Ayotte contributed to the writing and the editing, as did Barry Stoodley. Elaine Brann generously assisted with typing the many changes.

I hope readers will learn more about Maine's juvenile justice system and the Division's efforts to continuously improve it.

Roxy Hennings

Table of Contents

<i>Accomplishments & Challenges</i>	1
<i>Mission, Goals, & Principles</i>	9
Mission	9
Goals.....	9
Principles	10
<i>Youth in Maine</i>	11
<i>Organization</i>	13
<i>Community Corrections and Community Services</i> ..	14
Detention.....	15
Preliminary Investigations	15
Case Management.....	17
Community Services	18
<i>Juvenile Facilities in Maine</i>	27
History of Facilities	27
Long Creek Youth Development Center	27
Stevens School	28
Mountain View Youth Development Center	28
Facility Programming	29
Assessment/Orientation	29
Detention.....	30
Girls Programming.....	30
Treatment for Youth who committed violent, sexually related offenses.....	31
Learning for Life.....	31
Substance Abuse Treatment.....	32
Psychology Department.....	33
Behavioral Health Services Program	33
Health Care Services.....	34
Religious Services.....	34
Volunteer Services	34
Recreation	35
Advocacy Services.....	35

<i>Organizational Development</i>	36
Staff Development	36
Quality Assurance	36
<i>Collaborations</i>	38
Department of Behavioral and Developmental Services	38
Department of Human Services	38
Department of Education	39
<i>Federal Grant Programs</i>	40
Juvenile Accountability Incentive Block Grants (JAIBG)	40
Maine Juvenile Justice Advisory Group	41

Accomplishments & Challenges

The Division of Juvenile Services within the Department of Corrections diverts youth from the court system, supervises youth in the community on probation, provides correctional programming in its two facilities and provides aftercare services to youth released from its facilities. Law enforcement officers who arrest or charge a juvenile with a crime may refer the juvenile to the Division or may choose to refer to a diversion program or take no further action.

Juvenile Community Corrections Officers assess referred juveniles and decide whether to:

- Impose a sole sanction, that is, assign the juvenile one thing to do such as provide 10 hours of community service,
- Sign a contract with the juvenile to agree to abide by certain conditions for a period not to exceed six months, or
- Authorize that the juvenile be referred for court action.

In 1995 the Department in recognition of the differences between the adult and juvenile populations, established the Division of Juvenile Services to carry out these responsibilities in a more cohesive and coordinated fashion. This Division comprises both facility and field operations along with a component for the purchase of services needed to more appropriately respond to the risks and needs of Maine's juvenile offenders. Major and fundamental improvements to the Juvenile Justice System in Maine resulted from this change:

Two new physical plants, one on the grounds of the original Maine Youth Center in South Portland and the other on the grounds of the Northern Maine Juvenile Detention Facility in Charleston, now house, treat and educate both detained and committed youth. Field Services provide supervision and case management to juveniles from four Juvenile Community Corrections Regions, each staffed with a Regional Correctional Administrator, supervising a Resource Coordinator, Clerical Staff, and Juvenile Community Correctional Officers.

During the last seven years the Division developed many of the components for a system of care within the state to improve the outcomes for juveniles referred to its system. From the date of approval to construct the facilities, the focus was placed on designing programs to be provided at the facilities and within the communities from which the youth come and to which they return. Emerging research in the field of corrections informed the Department that the traditional responses to offenders, such as incarceration, counseling, boot camps, and 12-step programs, do not keep offenders from re-offending. In some cases, the recidivism rate (the proportion of offenders committing new crimes) actually increased. What works includes cognitive behavioral and social learning models of treatment for juvenile offenders who are at higher risk of

re-offending. To implement a best-practice approach the Division needed to rebuild and refocus its organization and all of its components.

1. Evidence-Based Practice

- ✓ New job descriptions were written for front line staff both in the field and in the facilities to reflect the functions needed for effective programming with youth, that is, programs that reduce recidivism.
- ✓ In conjunction with the Behavioral Health Sciences Institute (a collaborative of Maine's Technical College System and Spurwink Institute) the Division developed and implemented training for facility front line staff to prepare them to implement these practices for which they could receive college credit.
- ✓ Developed and implemented training to include components of adolescent development and behavior for new Juvenile Community Corrections Officers.
- ✓ Created and implemented the Maine Operating Approach, a cognitive behavioral management approach, to provide integrated treatment and to effectively manage the committed population in the facilities.
- ✓ Implemented Learning for Life in both facilities, an individualized educational approach using team-teaching and experiential learning to extend learning opportunities to youth as they work on selected projects of interest.
- ✓ Rewrote the policy for institutional operations to reflect the evidence-based practice and ACA standards, as adopted by the Division.
- ✓ Adopted the Youthful Offender Level of Service Inventory (YOLSI) assessment to more accurately assess the risk of re-offending for each juvenile. Following that assessment, a risk focused, strengths-based plan can then be developed for each juvenile offender that can result in risk reduction and lower recidivism rates.

What Remains:

- The Division needs to train staff in the field and the facilities to more accurately administer the YOLSI and use it to develop more effective case plans that address the identified criminogenic needs (that is, those factors that contribute to delinquent behavior and predict recidivism) of each juvenile.
- On-going training will assure that all staff understand the elements of evidence-based practice and are skilled in its implementation.
- Ongoing monitoring of all Policies and Procedures to ensure compliance with the ACA accreditation process for the Juvenile Facilities.
- Full integration of the elements of evidence-based practice, i.e. What Works, in all aspects of work with juveniles under the Division's supervision.
- Develop a full continuum of services in the community that demonstrably incorporates the principles of evidence-based practice.
- Fully use existing resources including accessing Title IVE of the Social Security Act to support youth who are in out-of-home placements.

2. Service Integration:

Although the Division recognizes the need to focus its services on those aspects a youth presents that contribute to his/her offending behavior, it also recognizes the need to

address other issues the youth faces. Many of the youth under the Division's supervision struggle with mental health and substance abuse issues, have no place to live, lag behind their peers in educational achievement, and have suffered physical and or sexual abuse and many losses.

To change their offending behavior requires changing attitudes, friends, habits, and patterns of behavior. This cannot be done without considering the multitude of other family and community based factors at the same time. To accomplish this difficult task, the Division has reached out to its sister Departments to collaborate with the Division to provide an integrated, comprehensive approach to address the needs of the whole child.

- ✓ Collaborated with the Children's Services of the Department of Behavioral and Developmental Services (DBDS) to provide mental health coordinators in both the field offices and in each facility to coordinate mental health assessment and treatment services and assure integration of these services into the child's case plan. Mental Health practitioners were also provided to the Juvenile Facilities in order to assure a comprehensive approach to treatment.
- ✓ Collaborated with the Department of Human Services to establish protocols and procedures for the Division's participation in the State's 4-E Plan, which is administered by DHS. This work was supported by a project position that terminates on Jan. 4, 2003. The work entailed for DOC participation is substantial. So are the rewards, relating both to best practice for juveniles placed outside of their homes as well as potential reimbursement for placement, administrative and maintenance costs.
- ✓ Collaborated with Maine Alliance of the Mentally Ill, along with BHSI and BDS, to work with Columbia University's Center for the Promotion of Mental health in Juvenile Justice to explore use of the of a Computerized Mental Health Screening tool for use in the Juvenile Facilities.
- ✓ Collaborated with the Office of Substance Abuse within DBDS to assure juvenile offenders are assessed for substance abuse and referred and provided appropriate treatment.
- ✓ Worked with the Department of Education to create the Learning for Life Program within the facilities.
- ✓ Project Impact, funded by the Department of Education, coordinates with local schools to assure that youth transition successfully into their home schools when released from the juvenile facilities.
- ✓ Department of Human Services (DHS) Caseworkers are assigned to the facilities to coordinate services and placements of youth in their custody when released.
- ✓ The Division has adopted the Integrated Case Management System (ICMS) approach, developed by the Children's Cabinet, to create case plans for youth in detention, about to be released to aftercare, at risk of being removed from their homes, or otherwise facing multiple issues. This approach provides a structure to coordinate the efforts of state agencies, providers, and families to develop comprehensive, effective case plans for these youth.
- ✓ Developed a tri-departmental protocol (DHS, BDS along with the Division) to assure youth referred to DHS custody appropriately need this level of intervention. The protocol calls for interdepartmental coordination to assess the needs of these youth and work together to find the most appropriate response.

What Remains:

- The Division needs to clearly define how and when to use the ICMS process and fully train its staff to understand and use it. Trained facilitators need to be available when needed. All of the Departments will work together to assure the use of this approach when needed. The Division needs to maintain contracted services in order to ensure that comprehensive training and coordination is provided, in order to ensure statewide implementation.
- Ongoing collaboration with BDS and DHS is necessary to ensure that committed and detained juveniles with serious mental health disorders have access to psychiatric hospitalization if they meet admission criteria. Each facility needs an expanded capacity to manage such juveniles, as well as juveniles exhibiting major conduct disorders, in a manner consistent with accepted medical and behavioral science standards. Additional staff, both treatment and custodial, will be necessary to achieve this.
- Capacity needs to be expanded in the Division to provide structural and case management support for DOC's participation in the State's 4-E plan. This will include the creation of four new, self funded, positions (one for each Region).
- The protocol for referring youth to DHS Custody must be shared with all affected parties, including judges, prosecutors, and defense attorneys, and implemented by staff of all of the participating departments.
- The Division must continue to participate in the Children's Cabinet to maintain coordination of efforts at the state and regional levels.

3. Organizational Development

With the establishment of the Division came the institutions and staff, field staff, and funds to purchase community services. Monthly statistical reports from the field and population counts from the single operating institution comprised the total data available to determine what work was being completed and how effective the operation was. The Division has now begun the process of developing the infrastructure to support the efforts of staff working with juveniles in the field and the facilities:

- ✓ Hired a training coordinator through a federal grant to coordinate training for field staff and the training provided within the facilities.
- ✓ Initiated an integrated approach to policy and procedure development that incorporates staff from the Facilities, the Regions, and Central Office in order to assure continuity and program specificity.
- ✓ Created centralized prototype information systems in the field and the facilities to gather data to assist in supervising and caring for juveniles and to measure progress against our goals.
- ✓ Produced the 1998 cohort baseline recidivism report.
- ✓ Participated in Performance-Based Standards project, a national-level project to measure level of adherence to juvenile facility standards on a web-based database. The project provides consultation to develop facility improvement plans to address areas of low performance.
- ✓ Established a quality assurance project to measure the Division's performance in adhering to the evidence-based practice.

- ✓ Created the Center for Juvenile Justice to coordinate research, evaluation, and improvement plans for the Division.
- ✓ Established an interdisciplinary Research Council to inform Division practice and policy at all levels.
- ✓ Began videoconferencing to reduce meeting costs and to assure full participation of everyone who needs to be involved in meetings. This has been especially helpful for preparing youth to be successfully released from facilities.
- ✓ Developing a model to measure effectiveness of different interventions for different youth at different levels of risk.

What Remains:

- Data for the recidivism report needs to continue to be collected and a report of the rate needs to be published annually.
- Regular, full-time capacity is needed to manage the quality assurance and organizational development process. The project position now working within the Division of Juvenile and Adult Services needs to become a permanent position in order to assure compliance and positive client outcomes.
- Facility improvement plans need to be developed with input from the staff through the Associate Commissioner level and results monitored.
- Fully develop the Center for Juvenile Justice as well as the Research and Quality Improvement Councils to make sure our programs and services operationalize the most relevant research.
- Complete and implement the model of intervention effectiveness and use the results to modify Division programs and/or purchased services.

4. Restorative Justice

Restorative justice is another way of looking at how to respond to offending or harmful behavior. In the present retributive justice system, society views a crime as an action against the state and the state demands payment. Victims do not participate in the process and the focus is on the punishment. Restorative justice accepts that, when a crime has been committed there are victims including the community. A process that puts the victim at the center to determine how the harm is to be restored to the victim shows greater promise in helping the offender accept responsibility for causing the harm and the victim the opportunity to be heard. There are a number of different programs that can use the restorative justice principles including community resolution teams where community members provide an opportunity for victims or their representatives to inform the team of the harm done and determine what would restore the harm done to the victim.

- ✓ Maine passed a law allowing the use of restorative justice programs in lieu of or as an adjunct to the existing juvenile justice system to respond to juvenile offenders.
- ✓ Several communities have adopted these programs to deal with their low-risk young offenders.
- ✓ Juveniles under the supervision of the Division may be required to perform community service or pay restitution to their victims.

- ✓ Facility programs within their cognitive behavioral programs include a section on restorative justice.
- ✓ Some youth in facilities participate in Victim Impact Panels where victims explain to the youth what it feels like to be the victim of a crime, the effects, and the losses.

What Remains:

- Restorative justice programs need to be developed in more communities.
- The concepts of restorative justice need to be embedded in the case plans for all youth supervised by our staff whether in the community or at one of the facilities.

5. Community Involvement

The Division has found that communities who are involved and invested in responding to the needs of low-risk offenders with community-oriented sanctions and programs to increase their individual skills and strengths have low recidivism rates for their juvenile offenders. After school programs, supervised teen centers, community activities, mentors, JUMP programs (a weekly skill development provided by healthy adult mentors to first-time non-violent offenders), conflict resolution programs, and a variety of other activities that involve healthy adults as role models for young people show high rates of success with the youth as well as high rates of enthusiasm by the involved adults.

- ✓ The Juvenile Justice Advisory Group administers federal grants to fund programs of this type.
- ✓ A portion of the Juvenile Accountability Incentive Block Grant supports community programs to deal with first-time offenders.
- ✓ A portion of the community services budget funds county programs.
- ✓ Field staff, both Resource Coordinators and Juvenile Community Corrections Officers, participate in a variety of local efforts to improve responses to youth in their communities.

What Remains:

- Expand the number of Community Resolution Teams across the state.
- Increase the number of programs that improve the strengths and assets of young people. The Division would like to see a program in every community in Maine.
- Develop programs to respond appropriately to low-risk offenders at the community level to avoid referring them to the Juvenile Justice system.

6. Community Reintegration

Youth released from facilities have been taught numerous skills to help them avoid re-offending, but practicing these skills at home is more challenging than in the facility. Additionally, numerous roadblocks are set up that youth must successfully navigate to maintain a crime-free lifestyle. They must re-enter schools where they have been absent or enter a new school. They often need to find new friends. Their families may

not know how to deal with the young person who has been absent for some time after creating many difficulties at home. Drugs and alcohol offer temptations difficult to refuse, particularly at these very stressful times. Some may not have returned home, but live in an alternative placement. Some must continue to cope with mental health problems or issues. It is imperative to the success of each young person released to the community to be surrounded with planned supports to carry the lessons of the facility to the reality of the community. Comprehensive, integrated case plans developed jointly by all of the people in a young person's life offer the greatest chance for a successful, crime free re-entry.

- ✓ A team comprised of facility and field staff has been working for over two years to develop a method and supporting policy to implement a reintegration approach based on the model developed by Dr. David Altschuler.
- ✓ Unit Treatment teams in the facility include field staff. These teams develop treatment plans for youth while in the facility and aftercare plans for when they are released. Inclusion of staff from both facility and field assure that as much information as possible is available in order to develop the plan with the greatest chance of success.

What Remains:

- The importance of involving the family in the development of these plans cannot be underestimated. More work needs to be done to train staff to work effectively with families and assure they are involved in the development of the plan as well as the implementation.
- The Division must be capable and ready to take full advantage of the ICM System to assure all necessary parties work together to assure a comprehensive, integrated system is developed.
- Natural supports, that is, people in a young person's life who care, are longer lasting and often more effective in helping youth to practice new skills and avoid delinquent behavior. The Division needs to develop methods for identifying and assisting these people in helping these young offenders.

7. Girls' Programming

Girls do not enter the juvenile justice system at the same rates or for the same reasons as boys. Girls comprise less than a quarter of juveniles arrested, less than a fifth of those under the Division's supervision. They commit crimes for different reasons primarily in reaction to a relationship, and those who become deeply involved in the juvenile justice system bring a multitude of problems including physical and sexual abuse, mental health issues, substance abuse, disconnection from school, family problems, and relationships with peer with pro-criminal attitudes. They do not respond well to the programs and services developed and provided to boys.

- ✓ The Justice for Girls Task Force developed a number of recommendations to more appropriately respond to girls in the juvenile justice system in 1997.
- ✓ A curriculum "Hearing Their Voices" was developed to train staff in better ways to work with girls. Staff from the field and the facilities has received this training.

- ✓ Two residential programs were developed in the community to address the needs of girls using a gender-responsive approach: Heritage House and Sweetser West Program.
- ✓ A Cognitive Skills program was developed for girls in the facilities that use a developmental approach as well as being gender responsive.
- ✓ The Division provided funding for a Girls' Collaborative in the Portland area to create a system of care for girls in the area.
- ✓ A specialist completed an in-depth analysis of girls who became deeply involved in the juvenile justice system to determine what might be done to reverse the course of girls presenting at the front end of the system. The Children's Cabinet has adopted this issue as an initiative and will be completing ICMS team meetings on several girls in the study to find solutions for individual girls, and identified system barriers.

What Remains:

- Too many low-risk girls are still becoming deeply involved in the juvenile justice system.
- The cognitive skills program needs to be evaluated for effectiveness and a fifth stage needs to be provided after girls leave the facilities.
- Alternative residential programs need to be developed in the community to divert girls from being placed at the Youth Development Centers that serve a majority of males.
- The Division must continue to work with the Children's Cabinet to develop the individual case plans and to analyze and solve system barriers.

Mission, Goals, & Principles

Mission

To promote public safety by ensuring that juvenile offenders are provided with education, treatment and other services that teach skills and competencies; strengthen prosocial behaviors and require accountability to victims and communities.



Goals

- *To develop and promote diverse intervention strategies in close proximity to the youth's community and family to achieve pro-social behavior by juvenile offenders;*
- *To promote continuing staff professionalism resulting in employees who are capable of facilitating collaboration within the Department and among state, local and private agencies;*
- *To identify and provide the level of supervision and security needed to protect the community from further criminal behavior by juvenile offenders;*
- *To identify and promote the most effective allocation of system resources;*
- *To promote policy coordination and collaborative funding and programming among agencies serving juvenile offenders and youth at risk of offending;*
- *To promote, support, and facilitate prevention activities by working with families and communities to address those factors that put children at risk.*

Principles

1. **Risk management** involves our informed judgments of the relative risk that an offender presents. Our decisions will be based on the best available information and risk assessment practices and will address the nature of controls and the amount of supervision needed in individual cases to reduce the likelihood that an offender will offend again.
2. **Restorative justice** challenges us to design and administer a system, which places the needs of the victim, and the harm done by the offending behavior at the center of the process by which we sanction and hold the offender accountable.
3. **Risk-focused intervention** focuses our assessment practices and intervention actions on those risk factors that exist in the individual or his or her environment which if changed will reduce the likelihood that an offender will offend again.
4. **Prevention** is our moral and professional obligation. We will promote, support and facilitate prevention activities by working with families and communities to address those factors that protect children from those risks.
5. **Applied research**, what we know works and doesn't work, will inform all our policies, the programs we develop and implement, and the decisions we make. We are committed on an ongoing basis to evaluating and measuring our programs' effectiveness.
6. **Quality services** is our ongoing commitment and will only be achieved through clearly articulated goals and strategies informed by staff's experiences and supported by training.

"An outcome is never about what an agency does; rather it is about what is different for others as a result of what an agency does."

Maine's Guide to Performance Measurement

Youth in Maine

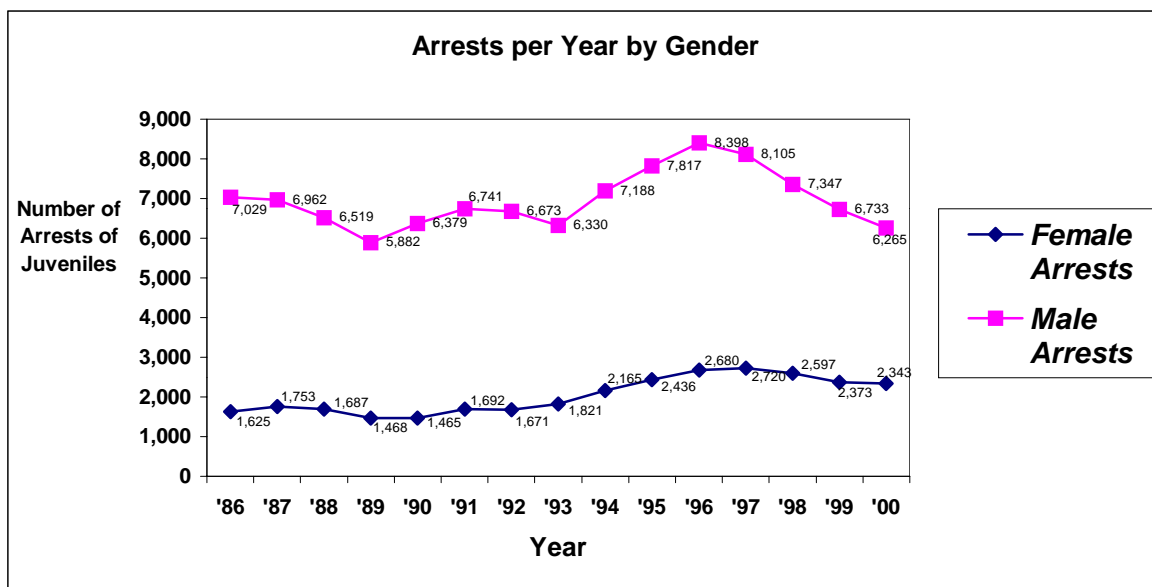
According to a variety of theories of delinquency there are numerous risk factors that may cause delinquency among our youth. Some theorize that broken neighborhoods resulting from high unemployment rates and consequent poverty remove the bonds of social control, resulting in greater delinquency. Witnessing violence has been associated with higher levels of crime and delinquency. A high rate of school dropouts has been identified in both adult and juvenile offender populations. High rates of mental health problems have been found in the offender populations and some theorize an association between mental illnesses and delinquency. A look at some of these factors in Maine can provide some context for the problems of juvenile delinquency in Maine.

Youth in Maine

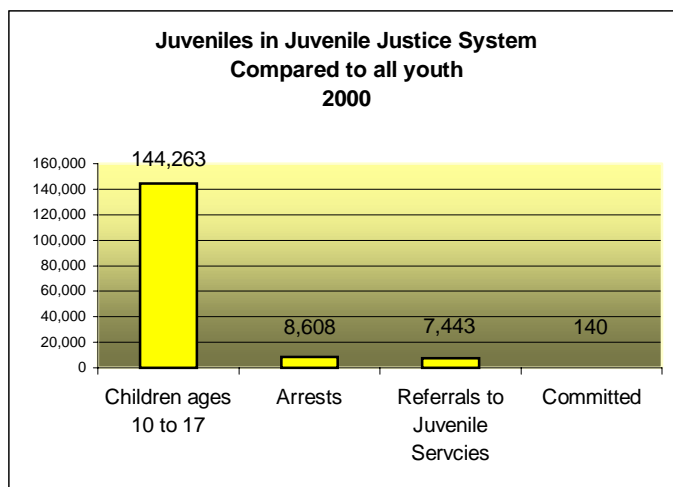
Region/County	% Children in Poverty 1998	Domestic Assaults Reported per 100,000 2000	% High School Dropouts 1999-2000
Region I			
Cumberland	11.7	372.7	3.84
York	10.8	364.1	2.73
Region II			
Androscoggin	14.6	524.6	3.33
Franklin	15.7	383.9	3.05
Oxford	16.4	357.3	3.24
Sagadahoc	10.8	407.4	4.49
Region III			
Kennebec	14.3	397.6	2.64
Knox	14.9	259.2	2.53
Lincoln	14.2	134.9	2.69
Somerset	16.8	409.5	3.13
Waldo	17.3	172.3	2.32
Region IV			
Aroostook	18.0	359.5	2.65
Hancock	13.5	212.2	4.73
Penobscot	16.1	298.4	3.76
Piscataquis	17.0	247.9	3.17
Washington	21.5	299.2	3.26
			3.29

■ Data taken from Maine Kids Count 2002 Data Book

Below is a chart showing the number of arrests involving juveniles from 1994 through 2000 from the Uniform Crime Report. Arrests do not equal the number of children arrested, but only the number of all arrests involving juveniles. In Maine a juvenile is defined as a person under the age of 18. Some juveniles may be arrested more than once in a given year or more than once in different years.



There are 144,263 children in Maine between the ages of 10 and 17¹, but only 8,608 arrests involved juveniles in 2000. Of those youth arrested 7,443 youth were referred to the Division of Juvenile Services. Only 140 youth were committed to a juvenile correctional facility.



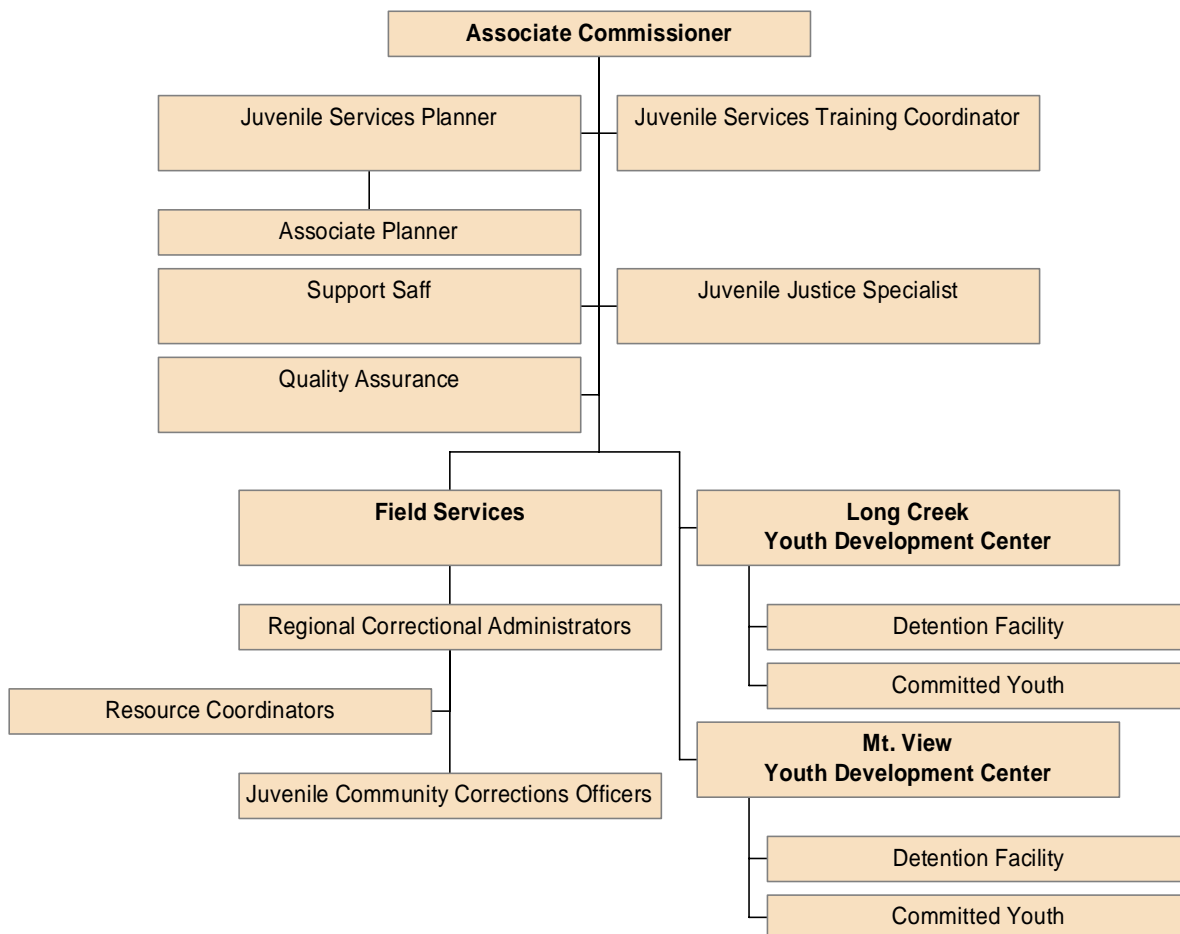
The monthly average of youth in one of the state's two facilities in 2000 that year was 236 while 1,968 juveniles were under supervision in the community. An average of 2,204 or 1.5% of Maine's children were under supervision of the Division of Juvenile Services at any time during 2000.

¹ Maine Kids Count Data Book 2002

Organization

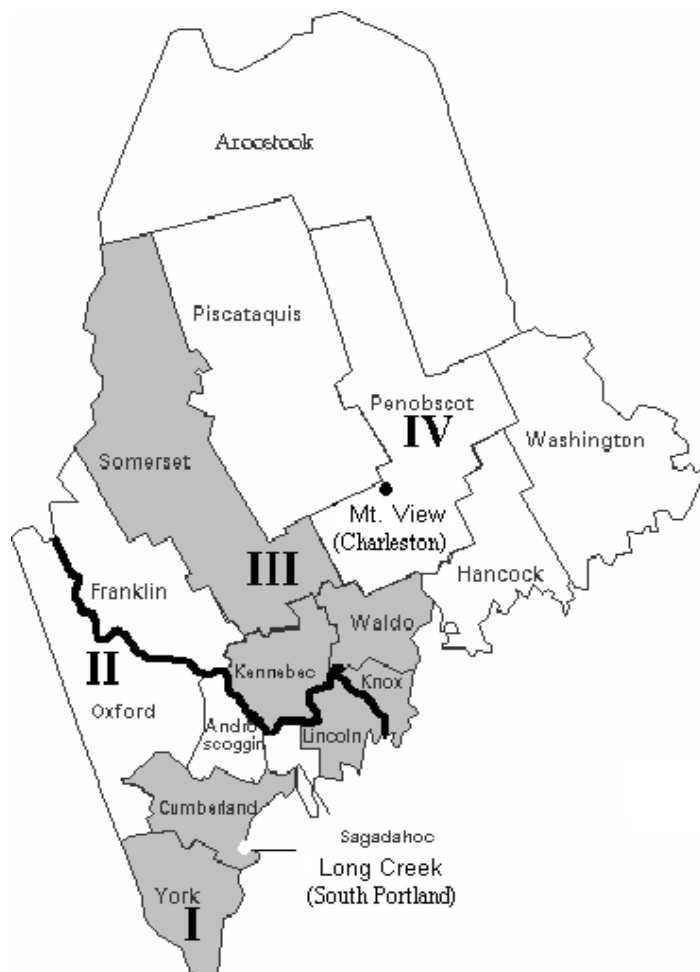
The Division of Juvenile Services resides within Maine's Department of Corrections. An Associate Commissioner for Juvenile Services oversees all aspects of the Division, which include the functions of court diversion, detention, probation supervision, commitments, and aftercare services. The Division currently comprises four regional offices and two juvenile correctional facilities, each serving both detained and committed youth. In addition the Division purchases services from local agencies and relies heavily on collaborative agreements with other state agencies to perform its mandates.

Division of Juvenile Services Organization Chart



Community Corrections and Community Services

The Division divides Maine into four Regions to respond to juvenile crime in the community and to provide services known to be effective in reducing recidivism among juvenile offenders. Each Region has a Regional Correctional Administrator, a Resource Coordinator, Juvenile Community Corrections Officers, and Clerical Staff. Juvenile Community Corrections Officers, known as JCCOs, are usually assigned a specific geographic area for which they are responsible. They provide services to all juvenile offenders residing in that area. Mountain View Youth Development Center serves youth from the Northern part of the state or the area above the dark boundary line on the map, while Long Creek serves youth from the Southern part of the state, the area below the dark line.

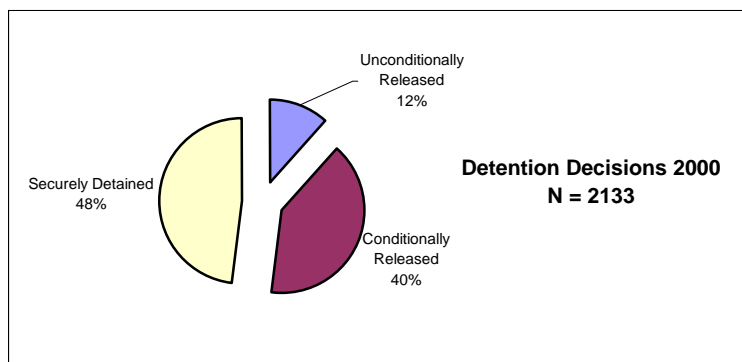


Local police officers who summon or arrest a juvenile may choose to take no further action with a youth whom they believe will respond to a reprimand and ongoing parental supervision. In some cases they may choose to divert the youth by referring to a local program such as a Community Resolution Team. Should the local police decide that

these responses are inappropriate they may refer to the Division of Juvenile Services by forwarding the police report to the Juvenile Community Corrections Officers, known as JCCOs, covering that area.

Detention

In cases of arrests the local police officer may decide that detention of a juvenile is necessary to assure that the youth appears at his or her court hearing or that the community will not be safe unless he or she is securely detained. The police officer will notify the JCCO covering the area or the duty officer on call to request that the youth be detained. The JCCO must review the detention criteria and complete a detention risk

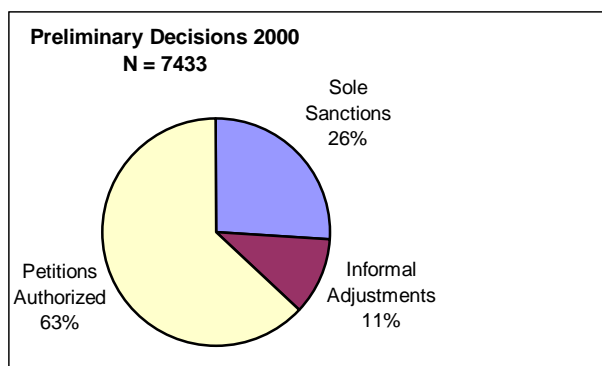


assessment instrument before deciding whether a youth should be securely detained.

If the JCCO does not believe that the detention criteria has been met or that the youth does not present an unacceptable community risk, he or she will either release the youth without

any conditions or will release the youth under certain conditions. In the latter case the JCCO may refer the youth to a program or service as a condition of release. Services include shelter, Juvenile Intensive Supervision Services (JISS), participation in substance abuse treatment, or other services. Other conditions often require staying at home, attending school, abstaining from drugs, and not committing additional crimes.

Preliminary Investigations



Upon receipt of police reports Juvenile Community Corrections Officers (JCCO) conduct preliminary investigations, which include an interview of the youth along with their parents or guardian. They gather information about the youth, his or her parents, school involvement, and the alleged crime along with other information needed to assess the risk the youth presents as well as identifying any needs. Upon

completion of the preliminary investigation and the risk and needs assessments the JCCO decides whether to:

1. Take No Further Action (NFA), that is, impose a sole sanction,
2. Contract for an informal adjustment, or
3. Request the District Attorney to file a Petition with the court for an adjudicatory hearing.

An Informal Adjustment (IA) is a voluntary agreement between a JCCO and a juvenile, with the approval of his/her parents to work out a plan that is in the best interest of the juvenile and the community without a court hearing. This plan relies on a juvenile's willingness to accept responsibility for the alleged delinquent act and to complete certain activities as listed in the plan. Activities can include paying restitution, doing work in the community, or participating in a local restorative justice program. Upon successful completion of the IA contract a juvenile is diverted from court action and avoids a juvenile record.

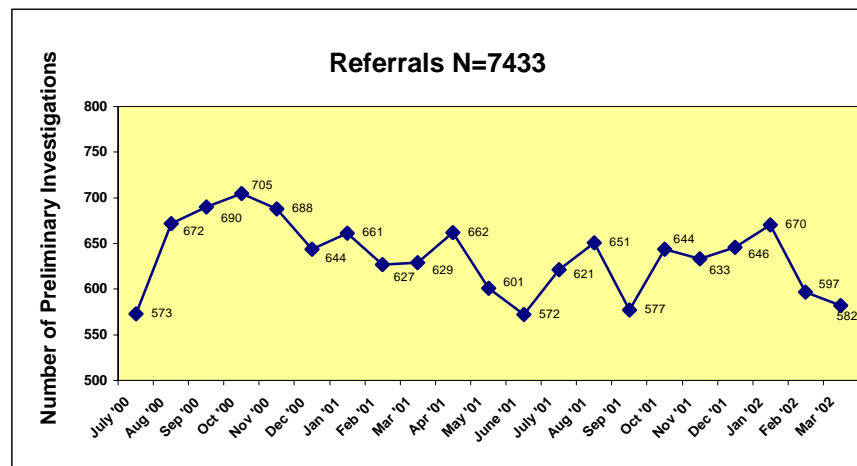
The pie chart illustrates the proportions of these decisions by the JCCOs in 2000.

If a Petition is filed, the court first determines whether a juvenile has committed offenses, which, were he or she an adult, would be a crime. Following the adjudicatory hearing, the court holds a

dispositional hearing, when the judge, based on the information presented at the hearing and the recommendations of the JCCO, will decide whether the youth will be placed on probation or committed to a facility for his/her delinquent behavior. In some cases the Juvenile Code can allow other dispositions to address a juvenile's need. Youth placed on

probation are subject to a list of conditions. Failure to comply risks a graduated sanction or commitment to one of the state's juvenile correctional facilities.

A youth committed to a juvenile facility receives an indeterminate disposition of not less than one year, usually until he or she reaches his or her 18th birthday. An indeterminate disposition means that the Superintendent of that facility may determine when the youth has achieved the maximum benefit of the programs at that facility. A court may choose to impose an indeterminate sentence until the youth is older, that is 18, 19, or 20, but in no case may the court extend a disposition beyond a youth's 21st birthday.



The Superintendent may release a youth on an aftercare status prior to the maximum of the disposition imposed by the court when the Superintendent believes the youth has achieved the maximum benefit of the facility program.

Case Management

Juvenile Community Corrections Officers (JCCOs) are the correctional case managers for juveniles who are under supervision of the Division regardless of their status with the legal system. Youth under supervision of the Division may be:

- On a supervised conditional release following a detention decision,
- Detained in a juvenile facility awaiting a court hearing,
- On informal adjustment as a diversion from court,
- On probation,
- Committed to a juvenile facility, or
- On aftercare status following release from a juvenile facility.

The Division may also supervise youth from other states, who currently residing in Maine, under the terms of the Interstate Compact on Juveniles.

The Division of Juvenile Services relies on a risk-focused case management approach. Research² has found that more intensive supervision of offenders identified as at high risk for committing more offenses is effective in the reduction of recidivism rates. However, this same body of research also found that intensive levels of supervision of low risk offenders are more likely to increase the recidivism rates. Further they found that, in order to reduce recidivism, services need to focus on those factors that have been found to predict further criminal activity.

In order to measure criminogenic risk, that is, determine to what extent a youth is at risk for further criminal activity the Division adopted the Youthful Offender Level of Service Inventory, recently purchased and copyrighted by Multi-Health Systems and renamed Youth Level of Service/Case Management Inventory. JCCOs use an interview guide to gather information from the juvenile and collects additional information from parents, school, and others involved with a youth. The data is collated and entered onto a form on the Division's "Recidivism" automated Management Information System. Areas of assessment include:

- Prior and current offenses, adjudications,
- Family circumstances and Parenting,
- Education/Employment,
- Peer Relations,
- Substance Abuse,
- Leisure/Recreation,

² Andrews, D.A. and James Bonta. The Psychology of Criminal Conduct. Anderson Publishing Company. 1994

Gendreau, P. Principles of effective intervention. In *Restructuring Intensive Supervision Programs: applying "What Works."* Lexington, KY: American Probation and Parole Association.

- Personality and Behavior, and
- Attitudes/Orientation.

Other information is gathered regarding needs of the youth and family. Individual, family and community strengths are identified in this process as well as deficits.

Since no one can change the first risk factor, it makes sense to focus on those items that can be changed. Therefore, the JCCOs, upon completion of all interviews and assessments, develop case plans for each youth that addresses these risk factors. The case plan includes a level of supervision to be provided by a JCCO as well as a description of the services. Case plans are reviewed and are modified as necessary. A component of the case management process frequently requires advocating for the youth to access needed services. JCCOs may consult with their local regional Resource Coordinator to identify services to address specific needs or to identify resources to access these services.

Each case plan should also include a component indicating how the youth will repair the harm done to his/her victims as well as the community. Under the guiding principle of restorative justice a juvenile must be held accountable for the harm done. Many youth are required to pay restitution to their victims; others perform community service. Some youth may be required to face a victim panel, where victims explain how it felt to be the victim of a crime. Other youth may participate in a community resolution team meeting where volunteers from the community listen to a victim and his/her supporters and the offender with his/her supporters and then decide how the offender should repair the harm done.

Throughout the period of supervision the JCCOs not only supervise juveniles, but also assure identified services are accessed, and evaluate how effectively the plans are meeting the needs of the juveniles. The case plans are adjusted with the changing needs of the juveniles. Ideally fewer and fewer community services should be needed as the juvenile learns positive social behaviors and coping skills.

Community Services

Resource Coordinators manage contracts within their Regions for the purchase of services needed for juveniles in their regions. Collaborations also provide access to a variety of other services. Resource Coordinators in each region manage small amounts of funds referred to as “Flexible funds.” These funds can be used to purchase services not usually available from traditional funding sources.

Engaging juveniles in these community programs as integral components of their supervision or as alternatives to detention and incarceration allows juveniles to remain in the community and learn appropriate social behavior. Learning new behaviors through community-based programs is an effective way to rehabilitate and treat juveniles, primarily because these settings allow juveniles to practice skills learned in more natural environments. The ultimate goal of providing community services to juveniles is to prevent further involvement with the juvenile justice system and reduce recidivism.

Juveniles detained or committed to a facility or residential program, may participate in community services once released from the facility. Facilities for committed juveniles and Community Corrections Staff jointly develop community reintegration plans for committed juveniles based on the combined knowledge of working with the youth in the facility and in the community. Services are identified and accessed by the JCCO with the assistance of the Resource Coordinator in the same manner as for juveniles who remained in the community.

A juvenile's family must be involved in the development of the case plan. Parents are responsible for all aspects of their children's care and supervision. They must agree to the provision of most services and they monitor their child's behavior and participation in a variety of activities. Asking parents to be equal participants in the development of the plan as well as its implementation increases the likelihood of success for the youth. In cases where families are experiencing difficulty in providing appropriate levels of supervision and care, JCCOs will access support services for the family such as home based family services, enrollment in parent support groups, or assistance with transportation or other logistical support.

Maintaining juveniles in the community often requires a variety of resources or services not found in a single program such as a group home. Flexible funds can be used to purchase nontraditional services to assure each youth's needs are met with the goal of reducing the individual's risk factors associated with his/her delinquent activity, thereby increasing the safety of the community. To illustrate, a youth with a risk factor of "association with delinquent peers" may be provided a membership at the local YMCA where he or she would be expected to go at least three times a week after school and on weekends. Such a case plan would be designed to expose him or her to structured, pro-social activities with non-delinquent peers.

On the following pages are charts listing contracts for community services managed by the Resource Coordinators in each of their regions. Although a contract is listed in only one region, a program may serve youth in other Regions or to the entire State of Maine.

Contracted Services Region I				
Provider Name	Program Name	Services Purchased	Area Served	Population Served
Merrymeeting Farm	Girls Group Home	Residential	Statewide	Girls
Portland West	Building Alternatives	Alternative Educational Services	Portland Area	Boys & Girls
Portland West	Americorps	Community Service Supervision	Cumberland County	Boys & Girls
Work Opportunities Unlimited	Career Work Program	Work Counseling Training	Portland Area	Boys & Girls
York County (VOA Provider)	JISS	Case Management & Attendant Care	York County	Boys & Girls
York County	DARE	Drug Education	York County	Boys & Girls
Youth Alternatives, Inc.	Heritage House	Residential	Statewide	Girls
Youth Alternatives, Inc.	Reardon's Place	Shelter	Statewide	Boys
Youth Alternatives, Inc.	ROADS	Residential	Statewide	Boys
Youth Alternatives, Inc.	JISS	Case Management & Attendant Care	Cumberland County	Boys & Girls
YWCA of Greater Portland	Fair Harbor Shelter	Shelter	Statewide	Girls

Contracted Services Region II

Provider Name	Program Name	Services Purchased	Area Served	Population Served
Community Can, Inc.	Youth Intervention Program	Drop-in Day Center, Counseling, Tutoring, etc.	School Administrative Unit # 29	Jr and Sr High School Students
Franklin County	Franklin County Juvenile Diversion Program	Assessment and Group & Individual Counseling	Franklin County	Girls and Boys
New Beginnings, Inc.	New Beginnings Shelter/Indep. Living	Emergency Shelter/Trans. Living	Statewide	Girls and Boys
Oxford County	JISS - contractor Rumford Group Home	JISS Program	Oxford County	Girls and Boys
Robin Rockett	TGIF - Teen Girls in Focus	Group Counseling	Androscoggin	Girls and Boys
Rumford Group Home	Rumford Group Home	Group Home	Statewide	Boys age 13 to 17 upon admission
Rumford Group Home	Independent Living Program	Residential transitional program	Statewide	Boys age 16 to 20 on admission
Sagadahoc County	JISS - contractor VOA	JISS Program	Sagadahoc County	Girls and Boys
Sagadahoc County	Juvenile Intervention Program - contractor VOA	JIP Program	Sagadahoc County	Girls and Boys Referred by law enforcement or others
Volunteers of America	Day Reporting Center	JISS Program	City of Lewiston	Girls and Boys
YMCA Northern York County	Androscoggin & Lincoln County Juvenile Intervention Program	Adventure Based Jail Diversion	Androscoggin and Lincoln Counties	Girls and Boys age 13 to 18
YMCA Northern York County	Franklin/Oxford County Juvenile Intervention Program	Adventure Based Jail Diversion	Franklin and Oxford Counties	Girls and Boys age 13 to 18

Contracted Services Region III

Provider Name	Program Name	Services Purchased	Area Served	Population Served
Catholic Charities Maine St. Michael's Center	Central Maine Juvenile Intensive Supervision Services -	Attendant Care, Intensive Case Management, and Emergency Foster Care	Lincoln, Knox, Franklin, Kennebec, Somerset, and Androscoggin Counties	Girls & Boys age 16 to 20
Community School	Community School	Transitional Living	Statewide	Girls & Boys age 16 to 20
Good Will-Hinckley	Re-Group	Behavior Stabilization	Statewide	Girls & Boys age 11 to 18
Good Will-Hinckley	Community Group School & Transitional Living	Group Home; Family Teaching Model	Statewide	Girls & Boys; age 11 to 21
Home Counselors	Homebased Family Services	Homebased Family Services	Lincoln, Knox, and Waldo Counties	Youth released from juvenile correctional facilities or at risk of commitment
Kennebec County's Sheriff's Office	Thumbs Up	48-hr. program for drug awareness	Kennebec County	Girls & Boys age 13 to 17
Kennebec Valley Mental Health	Kennebec County Mental Health	Community Based Counseling	Kennebec, Somerset, Northern and Lincoln	Adolescent Girls
Knox County Sheriff's Office	Juvenile Diversion Program	Jumpstart; Alternative Education; Camp Post Card	Knox County	Girls & Boys age 11 to 18
Lincoln County SO	Juvenile Diversion/Community Services Restitution	Juvenile Diversion Services	Lincoln County	Girls & Boys age 11 to 18
Maria Mercedes Foundation	Apprenticeship Program	Vocational Training	Lincoln, Knox and Waldo Counties	Girls & Boys age 14 to 17
Somerset County	Juvenile Diversion Program	Administrative Support for a variety of Children's Programs	Somerset County	Boys and Girls
Weymouth House	Curtis House and Heinrich House	Group Home; Family Teaching Model	Statewide	Girls & Boys age 12 to 17
Your Choice	Your Choice	Group Home; with substance abuse tx and tutoring	Statewide	Boys age 15 to 18
Youth & Family Services	Halcyon House	Emergency Shelter for Youth	Statewide; focus on Central Maine	Girls & Boys age 10 to 17
Youthlinks	Community Based Education Program	Decision-making Skills Program	Knox County	Age 10 to 17

Contracted Services Region IV				
Provider Name	Program Name	Services Purchased	Area Served	Population Served
Aroostook County (Provider Catholic Charities Me/ST. Michael's Center)	Northern Maine JISS - Contractor is Catholic Charities of Me./St. Michael's Center	Intensive Case Management, Attendant Care, Emergency Foster Care	Penobscot,, Hancock, Washington, Waldo, Piscataquis and Aroostook Counties	All Juveniles referred by DOC
Catholic Charities of Maine	St. Michael's Center	JISS Program	State of Maine	Juveniles under 12 or over age 18
Catholic Charities Maine	Christopher Home	Residential Group Home	State of Maine	Boys, 12-17 Years old
Columbia Psychology Associates	Columbia Psychology Associates	Committed Juveniles in need of a comprehensive or individual psychological evaluation	Region IV Bangor, ME	All Juveniles referred by DOC
Community Health & Counseling Services	Arts Afterschool Prevention Program	1 time only \$10,000 Block Grant to provide an Arts After School Prevention Program for At-Risk Youth	SAD #23 School District	All Juveniles referred by DOC
Northern Maine General Hospital	Eagle Lake Group Homes	Residential Group Home	State of Maine	Boys age 11 to 17
Nova Counseling Services	Nova Counseling Services	Teen Recovery Group for teens ages 13 to 19 and their families	Bangor, ME	JCCO Referral
Project Atrium Inc.	Atrium House	Residential Group Home	State of Maine	Girls & Boys, 14- 18 years old

Juvenile Intensive Supervision Services (JISS)

Juvenile Intensive Supervision Services (JISS) is a program of enhanced supervision and intensive case management of juvenile offenders in their own communities, either before or after going to court or after release from a juvenile facility. The model is flexible enough to be adaptable to any legal status of the juveniles as they move through the corrections system. The Juvenile Division of the Department of Corrections works with established social service agencies in the state to provide this service. The Division purchases these services through contractual agreements. Current providers include Catholic Charities Maine / Saint Michael's in Northern and Central Maine, Volunteers of America in York and Sagadahoc counties, Youth Alternatives in Cumberland and Androscoggin Counties and The Rumford Group Home in Oxford County. These contracts provide service to youth in all 16 counties in Maine.

An individual receives services of a JISS program for an average of three months, but is dependant on the time required to achieve the goals of the individualized case plan.

Components of JISS Programs

Attendant Care

Attendant care provides a safe place for a juvenile with close supervision, minimum of one staff to two juveniles, for a maximum of 72 hours as an alternative to detention or as a graduated sanction. It is expected that the time the youth spends in attendant care will be used by the Juvenile Community Corrections Officer (JCCO), JISS program, family, juvenile and others involved with the juvenile to develop a case plan which can be implemented after the juvenile's release.

Emergency Foster Care/Shelter

Emergency foster care or emergency shelter provides a safe place and appropriate supervision for youth who cannot go home, at least during the immediate future. JISS programs may use either emergency shelter or emergency foster care or a combination of both to provide this component of the program. The primary goal to be achieved while the youth is in residence is preparation of a case plan either to return a child home or find an appropriate placement.

Intensive Case Management

Intensive Case Management within a JISS program is designed to assist youth from committing further crimes through monitoring their activities and arranging services or resources to address identified problems. This service is described as a short-term intervention, which begins with an intensive involvement with the youth, his/her family, his/her school, and other people involved with the youth, which then tapers to limited service as the youth's environment and the youth are able to pick up the responsibilities which will keep the youth from further delinquency.

An individualized service plan is developed in conjunction with the overall plan of the JCCO for each youth in the program. The length of service is dependent upon the length of time needed to implement the case plan, although it is expected that the service will last an average of three months. Because of the intensity of this service JISS Workers work with no more than 8 youth at a time.

Ancillary Services

Other services that might be offered by a JISS program to enhance the common core of services include services such as:

- Conducting and/or observing random monitored substance abuse testing,
- Assisting with setting up electronic monitoring devices and, in accordance with the youth's individualized case plan, responding to notices of violations,
- Transporting youth and their families,
- One-on-one support for youth who require additional monitoring of activities and service, or
- Administering Substance Abuse Screening Instruments.

Contracts for JISS Programs provide service to youth in all 16 Maine Counties. Funds from the Division of Juvenile Services, the Juvenile Justice Advisory Group, several counties and Medicaid enabled the development of these programs over the last decade.

Youth Served by JISS Programs

7/1/01 to 6/30/02

Program	Area Served	Juveniles Served
Volunteers of America	York County	74
Youth Alternatives	Cumberland County	190
Volunteers of America	Sagadahoc County	29
Rumford Group Home	Oxford County	23
Catholic Charities Maine/St. Michael's Center	Central Maine	168
Catholic Charities Maine/St. Michael's Center	Northern Maine	153
Total	Maine	637

Day Reporting

Day reporting requires participants to report to the center on a daily basis and to participate in an individualized case plan. Volunteers of America (VOA) operates a pilot program in Lewiston that opened in November of 1999. The Juvenile Division is monitoring the effectiveness of the program for possible replication in other areas of the state. This program serves high-risk offenders as an alternative to detention or incarceration or as part of aftercare plans for juveniles who have been released from a juvenile facility or residential treatment program. All juveniles are referred to this program by the Juvenile Community Corrections Officers (JCCOs).

The Center provides a comprehensive range of services that balances the treatment and supervision needs of juveniles. The services are designed to meet the needs of juveniles that are determined by individual assessments and previous histories. The program encourages family involvement in order to strengthen family support systems. The supervision provided by this program includes: frequent contact, curfew monitoring, and drug testing, referrals to needed services, and advocacy with schools and other services.

Between July 1, 2001 and June 30, 2002 the Day Reporting Center served 68 youth referred by Region II JCCOs serving Lewiston.

Funding for this program comes from the State General Fund and the Federal Juvenile Accountability Incentive Block Grant. Additional funds from local government and state funds allowed for expansion to Lisbon and Auburn during the upcoming year.

Electronic Monitoring

Electronic Monitoring, purchased from a private provider, allows for greater number of youth to be under supervision in the community. Electronic Monitoring serves as an alternative to detention or commitment to a juvenile facility, or to strengthen supervision while a juvenile is on conditional release, probation, or aftercare. This service is most effective when provided to youth for a short period of time and in conjunction with other services.

In this program juveniles agree to wear a radio transmitter to allow monitoring 24 hours a day. Parents or Caregivers must agree with this option, since there are some restrictions on the family telephone. The monitoring device verifies and confirms the presence of the juvenile being monitored. The service provider monitors the juvenile and notifies the JCCO of any violation. Unauthorized absences, late arrivals, equipment malfunction and /or tampering, power loss, and loss of telephone service may all be considered or read as violations. The JCCO establishes the conditions for notification of a violation for each juvenile on an individualized basis. The JCCO modifies a Juvenile's case plan depending on a juvenile's compliance with his or her plan. Full compliance earns rewards and possible removal of the device. Non-compliance can result in a more restrictive case plan.

Juveniles or their parents or legal guardians are responsible for reimbursing the Department of Corrections for the cost of this service on a sliding fee scale.

Juvenile Facilities in Maine

History of Facilities

Today two juvenile facilities, one located in South Portland and the other in Charleston serve the entire state. Two buildings, still incomplete, have been built to replace or expand existing buildings. Construction of buildings represents a single dimension of a juvenile correctional system. Of equal, if not more, importance is the programming provided within these buildings. Along with the design of the new buildings staff of the Division has struggled with selecting the best programming to meet the needs of youth detained or committed to these facilities. The struggle is best understood within the context of the history of the construction of these facilities as well as the development of the programs and services within them: a history, which spans almost 150 years.

Long Creek Youth Development Center

Seven years prior to the Civil War, a group of concerned citizens from the Portland area advocated for the creation of a reform school for delinquent boys. The City of Portland donated the land to the State of Maine, which appropriated funds for construction of a facility. On November 14, 1853 the first boy was committed to the reform school. Boys were assigned work placement according to their abilities. A brickyard located on the property along the shoreline of Long Creek, complete with a building, docks, and a 25-ton capacity barge, served as the primary work placement. The boys produced 500,000 bricks annually. Chair caning and farm work were also important work assignments for the boys.



The Reform School, Portland 1853

The school consisted of only one large brick building, only recently vacated when the youth were moved to the newly constructed facility. In 1879 the Board of Trustees advocated for the so-called family system and the boys were separated into cottages.

One motivating factor behind this move was the high number of boys suffering from pneumonia during the winter, because the large building couldn't be heated efficiently. The Administrator and his family lived in a section of the large brick school. House parents lived in the cottages with the boys. A generous cash donation from Arthur R. Gould provided for the construction of a school on the campus, in 1923.

In 1974 a change in the law prohibited the incarceration of boys and girls for status offenses, which are crimes that if committed by adults would not be offenses. Youth could no longer be detained in county jails unless special provisions were made to keep them separated from the adult population. This change in the law drastically reduced the population at the Stevens School for girls in Hallowell. When the Stevens School was closed in 1976, the girls in residence were transferred to the Boys Training Center. The name changed to The Maine Youth Center.

A New Secure Treatment Building and a fence around The Maine Youth Center were added to the campus in the early 1990's. This building is now incorporated into the new facility.

Long Creek provides services to youth from York, Cumberland, Androscoggin, Oxford, Sagadahoc, and Lincoln Counties while they wait for court hearings. The facility is also responsible for committed juveniles and those who have received "shock" sentences (commitments of 30 days or less) from these counties. The facility can house a maximum of 166 youth.

Stevens School

The Maine Industrial School for Girls, established in Hallowell in 1875, was built with donations of money and land from Mary H. Flagg and Almira C. Dummer. In 1899 the legislature placed the school under state control and in 1915 its name was changed to The State School for Girls. It later became known as the Stevens Training Center, in honor of Nellie French Stevens. The name was later changed to the Stevens School. The School was created

...to make like provisions to reform girls as has been made for boys...as a refuge for viciously inclined girls between the ages of 7 and 15 who by force of circumstances or associations are in manifest danger of becoming outcasts of society...[who] may be won back to ways of virtue and respectability...(1875)

Stevens School Pamphlet, circa 1974

Mountain View Youth Development Center

The Northern Maine Detention Facility opened in January 1998 and had the capacity to house 40 youth. It was constructed to alleviate the overcrowding conditions at the Maine Youth Center and to keep detained boys and girls from the northern and eastern Maine communities closer to home.



Mt. View Youth Development Center

Staff and juveniles moved into the new expanded facility in January and February of 2002.

Although still

incomplete, the facility is already serving both detained and committed youth. When complete the facility can serve up to 140 youth. It is a replica of the Long Creek facility, with the exception that it does not include a unit for youth who have committed violent sexually related offenses.

Facility Programming

Assessment/Orientation

The Assessment/Orientation Unit provides complete and thorough multidisciplinary assessments of all newly committed residents in order to develop a comprehensive Individual Intervention Plan for each resident. This program also helps orient residents and their families to the programs, expectations, rules, and operation of the facility. All residents receive the following assessments: Developmental Family History, Substance Abuse, Educational, Psychological, Risk/Needs, and Medical. The following assessments are available, as appropriate: Sex Offending, Psychiatric, and Triennial Evaluation for Special Education, Speech and others, as necessary. Early referrals for Mental Health services can be made at this time, and intensive monitoring will be provided for 72 hours as part of an individual's assessment. The Team develops an Individual Intervention Plan, usually within the first two weeks of a new resident's admission. New residents start school within 4 to 14 days after arrival.

The girls move through this process on an outpatient basis while sleeping in the Girls' Unit. They meet with staff to be assessed at scheduled times during the day in the Assessment Unit and receive the same assessments and orientation information as the boys.

Upon completion of all assessments the Assessment/Orientation Team presents an Individual Intervention Plan for each resident to the Classification Committee. The juvenile being assessed attends the Classification Conference, chaired by the Director of Classification, along with his or her parents or guardian, his or her Juvenile Community Corrections Officer, Project Impact (Facility-Public School Liaison) staff, the Chaplain, and local school staff. Most school staff participate in the meeting through teleconferencing to eliminate time and travel costs. Everyone contributes to the

discussion of the juvenile's plan and the Director of Classification reviews the stated goals for each resident.

The Behavioral Management in the facilities, called Maine Operating Approach, uses a cognitive-behavioral treatment approach that takes into account factors for criminal risk behavior. The Maine Operating Approach teaches juveniles how to correct inappropriate thinking patterns and how to modify their attitudes and behavior. Residents participate in a series of psycho-educational groups that assist the youth to work through 5 levels in the program, the last of which occurs in the community. Residing in the community provides the real learning environment for youth to practice their newly acquired skills. Supervision from the JCCOs and others assists youth to adapt these skills to their living environments.

Aftercare or community reintegration plans begin to be addressed at the first Classification meeting. Each resident's progress towards achieving the goals in his or her Individual Intervention plan is monitored quarterly at a "clinical review." The final review becomes the Aftercare or Community Reintegration Planning meeting. Most juveniles can be expected to take somewhere between nine and twelve months to complete their individualized programs.

Detention

While in detention, youth attend school at least two hours a day and participate in recreation. Necessary health care is provided as well as a limited amount of mental health care. If youth are detained for 10 days or more, the regional resource coordinators arrange team meetings to develop a plan to transition eligible youth from detention back into community based programs. All people involved with a youth, that is, parents, Mental Health Case Manager, Department of Human Services Case Workers, JCCOs, providers, etc. meet with a juvenile to develop a plan that is appropriate for the juvenile, while assuring public safety. Such a plan may require returning a juvenile home with services to the family, referring to a psychiatric facility, placing in a group home, or in some cases, remaining at the facility. When all parties can agree on a plan with a juvenile, the plan can be brought to the presiding judge and requesting an order for implementation.

The Division is monitoring these plans to determine whether detention stays have been decreased.

Girls Programming

At Long Creek all girls, detained and committed are housed in one living unit, although separated by legal status into the three housing pods in the unit. Detained girls attend school in a separate classroom, while committed girls attend the regular classes in the school. The ages of committed girls range from 11 through 20. At Mountain View detained girls are housed in one pod of the detention unit, while committed girls live in a single unit.

With the assistance of a contracted consultant, the Division developed a gender responsive cognitive skills program that comprises four stages: Attention, Awareness, Empowerment, and Emergence. Common topics are contained within each stage, and each stage builds upon the next. Topics include Feelings, Thinking, Behavior, and Beliefs; Non-violent Problem Solving; Restorative Justice/Victim Awareness; Interpersonal Effectiveness Skills; and Supportive Communities. Since there will usually be too few girls to conduct groups in the manner envisioned in the current Cognitive Skills Groups' curricula, which will be used for the boys, workbooks for each stage will be developed for the girls to use individually, and groups will be broader-based in their discussions. Additional activities, such as Victim Impact Panels, will enhance some of these topics.

In addition to the Cognitive Skills Groups, a series of other groups will operate concurrently. One series, called "Uniquely Female," deals with being female in a historical, as well as personal, context. Girls will identify their strengths, create genograms, discuss the accomplishments of women and the challenges they face, the impact of the media on girls, and the type of people they would like to be, the life they would like to live, and how to attain their goals. Another series will deal with Wellness and will include women's health, relationship issues, personal safety, domestic violence, abuse issues, leisure activities, exercise, etc.

Girls attend school, participate in appropriate mental health and substance abuse counseling sessions, meet with volunteer mentors and tutors, engage in other volunteer activities, participate in campus-wide activities, gym and recreational activities, go on leaves and passes and other community programs when eligible, and complete the treatment prescribed in their individual Case Plans. To the extent possible, and appropriate, girls will engage in programs separately from boys.

Treatment for Youth who committed violent, sexually related offenses

One unit at Long Creek provides treatment services to boys who have committed violent sex offenses. Because of the limited number of these youth and the greater need for professional staff, this unit serves the entire state. This intensive treatment program serves boys considered to be high-risk offenders with long or violent histories of offending. Their ages range up to 21. Girls who need treatment for committing sexual offenses are provided individualized treatment.

The program is being evaluated to see if it meets the criteria for full accreditation from the American Correctional Association. Dr. Susan Righthand, an expert in this field with national recognition, has been working with the program to incorporate the findings of more recent research.

Learning for Life

The Division adopted a new educational approach developed by Dr. Seymour Papert called "Learning for Life." The approach uses projects to center learning for youth on an

individualized basis. Team teaching implements the approach. Youth select their area of interest from a series of projects including culinary arts, carpentry, and computers. As the youth become involved in the project, the teachers assigned to the project assist in teaching skills that are needed as they arise. For example, in the course of preparing an appetizer in the culinary arts program, youth need to be able to read the recipes – the reading teacher would use this opportunity to teach youth to read. Progress is monitored by assisting the youth in preparing portfolios that they can take to the receiving schools when released from a facility. Through this process they can earn credits towards a high school diploma.

School is year round in the facilities, although there are vacations between sessions. Some classrooms are located in each housing unit and are used as multipurpose rooms during the late afternoons and evenings.

More than half of the student population has special education needs with most having been identified prior to their arrival at either of the facilities. The school has a Special Education Director and Special Education Staff. Many of the students are two or three years behind their grade level sometimes due to extended periods of truancy. Scholarship Funds from are available to girls and boys who have left the facility, finished high school, and want to further their education.

Project IMPACT (Interagency Model Project for Academic and Correctional Transition) provides transitional services for Maine school aged children involved in the Juvenile Justice System. The Transitional Coordinator provides a critical link between the facilities and school systems statewide, thus enhancing the student's chances for successful reintegration into mainstream education, and thereby reducing the probability of re-arrest and re-incarceration. The Coordinator contacts community schools to ensure transfer of all possible credits, scheduling of classes, and availability of all needed support services prior to the student's release from the facility. This increases the likelihood of a positive transition back into school and into the community.

Project IMPACT is funded through the Department of Education, Division of Special Education. The Department of Corrections supplements the grant with substantial in-kind contributions.

Substance Abuse Treatment

Day One, a private, non-profit provider under contract with the Maine Department of Behavioral and Developmental Services (BDS) Office of Substance Abuse, provides Substance Abuse Treatment Services at both of the facilities. Day One's contract to provide treatment services is but one component of a full collaboration with the Department of Behavioral and Developmental Services (DBDS) Office of Substance Abuse. Day One works with committed youth who have been assessed as needing treatment for substance abuse issues. Approximately 85% of the population needs substance abuse education and/or intervention. Group and individualized counseling is available and is tailored to meet the needs of the individuals.

Day One developed a 3-level Substance Abuse Treatment continuum for the facilities. The lowest level of treatment is Educational Intervention in which the resident is assessed in the low risk, low need category. A resident at this level participates in the Health Class at the school, which has been approved by the Department of Education, and a resident can earn ¼ health credit. The second level of treatment is called Brief Intervention. Most of the residents fit into this category. This intervention consists of 20 group sessions with the goal of helping youth to become aware of the negative effects that drugs and alcohol have on their lives. The last level of treatment is Intensive Intervention, but requires the most services. Fortunately this population is low. These residents may be self-medicating due to an undiagnosed mental health issue, in which case they would be referred for Mental Health Services.

Psychology Department

The Psychology Department comprises doctoral level psychologists and a psychological examiner at each facility. The examiner facilitates the assessment process in the Assessment/ Orientation Unit, which provides comprehensive, multi-disciplinary assessments for all committed residents. The examiner is responsible for the psychological component of this assessment. Individual Intervention Plans are developed based on the comprehensive assessment.

The psychologists are assigned to treatment teams, which are, in turn, assigned to a specific group of residents. As the psychologist for the team, each psychologist will provide clinical input into the development and modification of the Individual Intervention Plans and provide any needed updated evaluations. They consult with the team and provide direct services to the residents for that team. In addition the psychologist consults with the team and administration about individual residents, programs, and the latest research and “best practices.” They are responsible for the provision of individual and group intervention as described in each resident’s Individual Intervention Plan. Work with family is provided as time permits.

Behavioral Health Services Program

The Behavioral Health Services Program is a collaborative effort by the Division and Department of Behavioral and Developmental Services (BDS) Children’s Services to provide coordinated, comprehensive services to juveniles at the facilities. The Behavior Health Services Administrator from BDS coordinates the program, which coordinates psychological, physical, psychiatric, special education, substance abuse, correctional, and social services to ensure integration of all needed services for each youth. The Administrator is creating this program to assure an Integrated Behavioral Health System that will meet accreditation standards.

Health Care Services

A contractor provides health care services for the state corrections facilities in Maine including the Juvenile Facilities. Aside from regular health care, many of these residents require medication for asthma and acne as well as medications that treat psychiatric problems such as anxiety, Dual Diagnosis, Attention Deficit Hyperactivity Disorder (ADHD), and Bipolar Disorder. Each resident is given a medical screening within 4 hours after arriving at the facility.

A nurse is on duty at the infirmary at all times. A doctor is scheduled once a week. Other medical staff is on call 24 hours a day for emergencies. During the winter months the infirmary will house 3 or 4 residents in a week for observation usually due to flu symptoms. This number is much lower in the summer. The new facility will have a five-bed infirmary and for improved access for the residents.

Dental and Eye Care Services are scheduled on an as needed basis.

Religious Services

Both facilities offer religious services to all residents through a combination of professional and volunteer Chaplains. Many other volunteer clergy and lay people provide the residents with spiritual nurture and care. Pastoral Counseling Services are available on an as-needed basis.

Volunteer Services

Volunteers provide a wide variety of personal attention and programming in each of the facilities. A Chief of Volunteers organizes, directs, and supervises volunteers in programs that provide:

- Tutors
- Mentors
- Alcoholics Anonymous and Narcotics Anonymous
- Chaplain Services
- Music
- Art education

Mentors are stable adult role models who provide friendship, constancy, a listening ear, life skills, career path investigation, playing games and sharing hobbies, new points of view, and down time from structured activities. As part of the intake process, residents are offered a tutor or a mentor.

The Director of Volunteer Services at Long Creek also acts as a liaison with the "Friends of the Maine Youth Center," a private non-profit organization that raises money and public awareness of the needs of the residents.

Other initiatives include scholarship fundraising, removal of “jailhouse” tattoos, community enrichment and restorative justice activities, and collaborations with local businesses to provide job training to residents.

Recreation

Recreation Supervisors provide programming year round at both facilities. School vacations find the programs at their busiest. Diverse activities provided by this program include sports tournaments, arts and crafts, theater and dance, reading, music activities, holiday parties, movie nights, and off site trips for eligible residents. This program assists residents create their own individualized programs. When a new resident arrives, he or she completes an “interest form” to list the things they like to do such as sports and fitness, art, music, computers, writing, games, or other activities/hobbies. Residents also spend time alone to shoot baskets, play musical instruments, paint and draw, or develop skills in other interest areas.

Advocacy Services

The Advocate, employed by the Department of Corrections, assures the rights and dignities of residents at both facilities are being protected. The Advocate’s job is to listen to the concerns or complaints of the residents and to work with residents and staff to resolve problems and issues.

The Advocate is also available to help residents with Grievance Procedures, understanding the Disciplinary Policy, and dealing with Disciplinary Board procedures.

Organizational Development

Staff Development

Staff Development assumed a critical role in the Division's progress towards creating and implementing programs that research proves reduces recidivism rates of juvenile offenders within its two new juvenile facilities. In preparation for the move into the new facilities, the Division established a transition team assigned to plan and implement all the training necessary to operate these new programs in these new facilities. Many hours of training were devoted to learning the new and updated policies. Activation training familiarized the staff with the new buildings and the new systems therein. Additional training assisted in the movement of the Division to provision of services to juvenile offenders that are based on "best practices" and "what works." Training included Motivational Interviewing, assessment, and case planning.

The Division continues its collaboration with Behavioral Health Sciences Institute (BHSI). With their assistance the Division developed trainers to deliver the new hire curriculum to front line staff in the facilities, that is, the Juvenile Program Workers (JPWs) and Juvenile Program Specialists (JPSs). As a second step BHSI assisted in training supervisors of JPWs to monitor their work and help them adjust and improve their skills in working with the youth in the facilities. Because both facilities house both boys and girls, gender sensitivity training assisted staff at both facilities in understanding the need to modify their behavior towards the youth depending on gender.

Currently front line staff in the facilities must attend training at the Maine Criminal Justice Academy as well as the in-house training resulting in some redundancy. The Division with the assistance of BHSI is seeking to consolidate the training to reduce redundancy and increase relevance.

On the Community side, the Division recently initiated an effort to review and update the Juvenile Community Corrections Officer training curriculum.

Quality Assurance

Following a project to develop a quality assurance system particularly for Community Services, the Division hired a staff person to implement the plan for this system. So far, the Division has established the Research Council, comprised of members of the Division as well as researchers from the State Universities, youth advocates, private consultants and others. That Council is beginning to look at effective practices for the Division. A Quality Improvement Council comprised of representatives of different levels

within the Division are identifying issues needing improvement and will propose solutions to the Division's management.

The Division's facilities have been participating in the Performance-Based Standards Project for about two years. This is a national level project that provides a website to collect data used as indicators to monitor levels of achievement relating to a set of outcome standards. Data is collected twice annually and reported back to the participating agencies in a graph format that shows progress over time and comparisons with other participating agencies. The Project provides consultation and training services to participating agencies in the collection and monitoring of data as well as developing improvement plans based on the reports.

Collaborations

Department of Behavioral and Developmental Services

Through collaboration juvenile offenders have access to a range of other services. The Department of Corrections has established a collaborative working relationship with the Department of Behavioral and Developmental Services (DBDS). That Department has assigned a Mental Health Coordinator to each Region to consult with Regional staff, develop screening instruments, assist in developing juvenile Case Plans for juvenile offenders with mental health issues, access resources and monitor “Flexible Funds” from DBDS. This collaboration also provides staff to the juvenile facilities to coordinate the Behavioral Health Program, to coordinate mental health services for youth in residence, and to provide mental health services to boys in detention. In addition the two departments work together to develop joint training for the two departments and to develop plans to meet the needs of this sub-population of children with mental health needs.

The Office of Substance Abuse within DBDS provides from substance abuse treatment services to youth in the facilities through its subcontractor Day One, and coordinates four regional Substance Abuse Treatment Networks, to assure treatment services are available to youth in the community including participants of the six Drug Treatment Court programs. The Regional Networks, comprised of a network of service providers in each Region, provide substance abuse screening, individual evaluations, and treatment services for juveniles in the community. This network enables juveniles to be supported in the community and, for those detained or committed to a facility, critical services upon release to assist in the transition from the facility.

The Drug Treatment Courts provide services for High Risk Youth with High Risk Substance Abuse problems. There are 6 courts in Maine located in Biddeford, Portland, West Bath, Lewiston, Augusta/Waterville, and Bangor. Juveniles referred to this program are each assigned a case manager to assure individualized treatment and compliance with treatment requirements. Juveniles must appear before the judge on a regular basis, in the beginning as often as every other week. Once accepted into the program a juvenile must participate in random urinalysis testing, weekly check-ins, and Intensive Treatment.

Department of Human Services

The Department of Human Service (DHS) has placed workers at the facilities to assist in the development and implementation of service plans for youth in their custody while in the facility and also upon release. This arrangement allows for the sharing of

information between the two departments to create individualized case plans that best meet the needs of each juvenile.

An added advantage is the greater knowledge for staff of both departments about the mandates and capabilities of each department with a concomitant reduction of tensions. The improved coordination increases the potential of success for these youth who have not only been abused and/or neglected, but have also been caught in the legal system.

Department of Education

The Department of Education (DOE) has funded a program at the Youth Center, Project Impact I.M.P.A.C.T, (add wording, I forget what it stands for), for several years. The primary function of that project was to assure the coordination of education programs for youth residing at the Maine Youth Center, now renamed Long Creek Youth Development Center. The program has now been expanded to provide these services to youth at both Long Creek and Mountain View.

When youth are admitted to the facility, this project contacts local schools to collect school records to assure the development of an appropriate school program for each youth. Since many of these youth have already been identified as being in need of special education services, copies of the Individual Education Plans are obtained, reviewed, modified or implemented as written. Prior to a student's release from the facility, Project staff again contact the student's community school to develop a school program for that youth return to school. Such preparation at both ends has dramatically increased the chances of a youth remaining in school, thereby reducing the risk of recidivism.

In addition to DOE's assistance in revising the school's program at Long Creek and Mountain View to gain school approval, DOE has funded several teachers to assure the proper ratio of teachers to students. Teachers have been funded to provide educational services at both facilities.

Federal Grant Programs

Juvenile Accountability Incentive Block Grants (JAIBG)

The following is a description written by Shay Bilchik of the JAIBG program taken from the Foreword of Juvenile Accountability Incentive Block Grants: Strategic Planning Guide published in 1999:

In 1998, Congress increased the Federal investment in juvenile justice by enacting the Juvenile Accountability Incentive Block Grants program. Funds available through this new program provide States and local units of government with needed resources to begin making critical improvements to the infrastructure of the juvenile justice system.

In particular, JAIBG funds enable units of local government and States to promote accountability in the juvenile justice system through support for juvenile facilities; accountability based sanctions; the hiring of additional juvenile judges, probation officers, prosecutors, and public defenders; pretrial services; juvenile gun and drug courts; and substance abuse testing. JAIBG also supports interagency information sharing programs that enable the juvenile and the criminal justice systems, schools, and social services agencies to make informed decisions regarding the early identification, control, supervision, and treatment of juveniles who repeatedly commit serious or violent delinquent acts. Finally, JAIBG authorizes programs that use law enforcement to protect school personnel and students from drug, gang, and youth violence.

Each of these activities supports our efforts to intervene with juveniles, who have committed a crime, to hold them accountable, and to provide them with the direction and support they need to avoid committing further offenses.

Governor Angus S. King designated the Department of Corrections as the single state agency to administer the JAIBG program. The grant stipulates 12 purpose areas for which the funds may be expended. A statewide committee, comprised of representatives of state agencies, law enforcement, and social agencies, reviews the juvenile crime situation in Maine to create a plan to reduce juvenile crime in Maine. The State has received JAIBG funding for five consecutive fiscal years beginning with FY98. Funds are currently being allocated to the following project areas:

- Under the purpose area for construction of new facilities, which includes training of staff to operate the facilities, the Division contracted with the Behavioral Health Sciences Institute to develop and test a new staff-training curriculum for staff at the new facilities.
- The Lewiston Day Reporting Center provided by Volunteers of America under contract with the Division is funded under the purpose area relating to the development of accountability-based sanctions.

- Four additional Judges under the purpose area for expansion of judicial capacity.
- Six Drug Treatment Courts under the management of the Department of Behavioral and Developmental Services began in January 2000.
- Developments of an automated information system to more effectively and efficiently share information about violent juvenile offenders.
- Seven new juvenile prosecutor positions located in five Prosecutorial Districts.

The Division of Juvenile Services sought and was granted a waiver of the requirement to pass 75% of the funds through to local units of government because of the limited involvement of local communities and counties in the administration of juvenile justice. In order to receive the funds the local units needed to establish a local juvenile crime prevention committee, examine the crime problems in their communities, and develop a plan to address these problems. They were also required to provide a 10% cash match for their projects. Although Maine has received a waiver from the pass-through requirement, the State has provided continuation funding for ten local projects that have demonstrated success in responding to juvenile crime. Allocations to local units of government have remained level since the first year and were based on a formula that included a community's crime rate and local law enforcement expenditures.

Maine Juvenile Justice Advisory Group

Congress passed The Juvenile Justice and Delinquency Prevention Act in 1974 and reauthorized it in 2002 to address national concerns about juvenile delinquency and youth involved in the juvenile justice system. The Act requires participating states establish an advisory group of members with training, experience or special knowledge concerning the prevention and treatment of juvenile delinquency or the administration of juvenile justice. The Maine established the Juvenile Justice Advisory Group (JJAG) in response to that requirement. The Governor appoints JJAG members for four-year terms. Board members serve in a voluntary capacity, providing input and direction to the state administrative agency (the Maine Department of Corrections) on issues concerning juvenile justice.

The JJAG's primary responsibilities include:

- Preparation of a three-year state juvenile justice and delinquency prevention plan,
- Approval of juvenile justice and delinquency prevention grants from funds provided to the state under the federal Act,
- Monitoring of activities and accomplishments of funded state projects, and
- Monitoring Maine's compliance with the core requirements of the Act.

The Act requires that the JJAG submit recommendations regarding that compliance to the governor and legislature annually.

Those core requirements are:

- **Deinstitutionalization of Status Offenders**
Juveniles charged with offenses that would not be criminal if committed by an adult (such as truancy and running away) should not be placed in secure detention or correctional facilities.
- **Removal of Juveniles from Adult Jails and Lockups**
No juvenile shall be detained or confined in a jail or lockup intended for adult offenders beyond specified time limits: six hours in a Metropolitan Statistical Area (MSA) and 24 hours in other areas.
- **Sight and Sound Separation**
During the temporary period that a juvenile may be securely held in an adult jail and lockup, sight and sound contact is not permitted between the juvenile and adult inmates or trustees.
- **Disproportionate Minority Confinement**
States must reduce the proportion of juveniles who are youth of color who are detained or confined in secure facilities if such proportion exceeds the proportion such group represents in the total population.

Information and Advocacy

Advocacy for juveniles in the justice system is the JJAG's most important function. The Legislative Committee monitors all pending legislation and testifies when appropriate. With these activities, the JJAG works to help instill public confidence in the juvenile justice system.

Funding

The Juvenile Justice and Delinquency Act provides each state with formula grants, allocated on the basis of its population under the age of 18. Each core requirement carries 25% of the funding, so if a state is not in compliance with one of those requirements, that part of the funding is lost, and the remaining funds must be used to come into compliance. Maine is currently in compliance with all four of the core requirements. Funds may be used for a variety of juvenile justice and delinquency prevention programs and services. Program areas identified by the JJAG as priorities are detailed in the 3-year plan. The 2002 allocation for Maine was \$708,000.

Challenge grants for one or more of ten specific program areas are available to any state participating in the formula grant program. Maine's current allocation of \$87,000.00 funded two Challenge activities last year:

- School based alternatives to suspension and/or expulsion

■ Integrated case management training and services to help Juvenile Community Corrections Officers to meet the needs of clients whose issues require intervention or services from multiple agencies

Title V –Incentive Grants for Local Delinquency Prevention are designated for comprehensive delinquency prevention programming at the local community level. Title V funds are allocated to the states based on population under the age of 18. Maine's current allocation is \$111,000.00 under the Title V Delinquency Prevention category.